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ABSTRACT

The Ingham County, Michigan, Jail Rehabilitation Program is described. Attempting, as it does, to deal constructively with cell- and subsequent street-adjustment, the program is concerned with counseling and rehabilitation, and the provision of a bridge to the community. Efforts have been hindered by the brevity of sentences in a county jail, the fact that many inmates are merely passing through or unsentenced, and certain logistic problems such as state laws and certain practical limitations, which act as deterrents to meaningful involvement in the rehabilitation program. Services provided include diagnostic interviews and staff conferences; a community-based vocational rehabilitation program with counseling; an extensive adult education program which includes college courses, physical education, alcohol education, and training in arts and crafts; job placement and follow-up; an efficiently-run library; psychotherapy and community mental health consultation; a successful volunteer program; and rehabilitation programs for drug and alcohol addicts. Intervention at this early stage is intended to short-circuit both "the revolving door county jail process and the process by which one attains journeyman status in crime." (KS)

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REHABILITATION AT THE COUNTY JAIL LEVEL
A MODEL PROGRAM

The Actual Program *

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REHABILITATION AT THE COUNTY JAIL LEVEL
A MODEL PROGRAM

One of the most challenging aspects of the Ingham County Jail Rehabilitation Program is that it attempts to deal with the inmate-client within two remarkably different milieus—the cell and the street. Therefore, the task is two-fold: first is the establishment of effective diagnostic and evaluation procedures, motivation, a solid counseling relationship, and whatever rehabilitation services can be provided within the generally brief period of incarceration; second is the provision of a bridge to the community and a continuation or expansion of these services for the inmate as he leaves the jail.

In developing the program at the Ingham County Jail, we were not without our own problems. Several areas stand out as rather typical problems in attempting rehabilitation at the county jail level. One of these areas is the brevity of sentencing. At the Ingham County Jail, two populations exist: one-third of the inmates fall into the "Sentenced" category, while two-thirds fall into the "Unsentenced" category. Those who are sentenced can be jailed for no more than one year; sentences beyond the one-year point are served within the state prison system. Because of the brief stay at the county jail (and most sentences range between 30 days and 6 months, with rare one-year sentences), there appears to be a U-shaped relationship between anxiety level and the time in jail. The high anxiety levels, both at the onset of sentence as well as toward the completion of sentence, noticeably interfere with the client's ability to establish a counseling relationship, as well as to concentrate on the on-going rehabilitation process. Upon incarceration, there is a definite adjustment period during which the inmate fights the system, is in a denial process in terms of the reality of his new surroundings, and tests limits and explores the institution and its staff regarding how much he can get away with. After the adjustment period, the inmate is much more available to become involved in the rehabilitation process. Again, as the sentence nears completion, the inmate becomes preoccupied with the idea of his release and freedom from the institution, and it becomes increasingly difficult to intervene at a meaningful level where realistic rehabilitation programming can take place. Our best opportunities to be effective during the latter period are in those instances where we have had an opportunity to begin working with the inmate during the quiet times, so that a meaningful relationship exists, and part of the increasing activity as the inmate approaches release is consulting with rehabilitation staff and preparing to re-establishing the helping relationship on the street.

An additional problem area has to do with that factor of transition. Many inmates are merely passing through the county jail en route to another repository within the correction system. For example, among the Unsentenced group, many of those awaiting sentence are fully aware of the fact that the ultimate outcome is going to be a stretch at the state prison, or they are waiting for the federal authorities to transport them to a federal penitentiary, or for armed service authorities to pick them up, and remove them to the stockade. These extraneous factors are deterrents to meaningful involvement in the rehabilitation program. One other factor along the same line is the unpredictability of the inmate's liklihood to post bond. Often, an inmate is remanded to the county jail because he is unable to post bond. Then, a short period passes and a paycheck is received at home from his place of employment, and the family immediately brings the bond money to the jail and secures the release of the inmate. Sometimes, the inmate will delay getting involved with the Program in hopes that some fantasized windfall

will occur so that he will be bonded out and achieve his freedom. At other times, an inmate will become involved based on his belief that he will not be bonded and, then, the opposite occurs which takes everyone by surprise, including the inmate. He is immediately removed from the program oftentimes without any of the rehabilitation staff even being aware of it.

A third problem area is related to logistics, inasmuch as state law dictates that the Sentenced and the Unsentenced may not be mixed or mingled with the exception of religious services. Also, the jail is a three-story facility, with limited educational and counseling space available. Therefore, inmates must be transported between floors, and no additional man-power is available to assist the regular staff in accomplishing this. Therefore, sometimes delays are inherent and result in slow-downs in the general operation of the programs. Finally, among the sentenced population are a group of trustees who are utilized in the day-time hours on various support tasks throughout the institution, such as kitchen, grounds keeping, maintenance, fair grounds, county farm, county library, etc., and therefore, are not available during day-time hours for involvement in the program. This poses practical limitations on involvement for those inmates who seemingly have earned the most trust from jail authorities.

In spite of the multiple problems and limitations facing such a program, by working closely with the Sheriff and the staff, benefiting from his strong commitment and total support, having a rehabilitation staff that recognizes the need for cooperation and interdependence of jail/rehabilitation staff, most problems have been minimized. The jail rehabilitation program Advisory Committee has been very instrumental in problem-solving in that respect, and, through experience, over time, many jail policies have been amended and new policies adopted, based on the needs of the program. Consequently, an impressive, smoothly operating program has been developed within the jail.

I will discuss each of these programs briefly and attempt to emphasize both the in-jail services provided as well as the mechanisms of continuity which are provided for the inmate to facilitate his return to society.

Intake & Referral

The intake-referral staff counselor was established as a result of a federally-funded grant through the Law Enforcement Assistance Administration (LEAA). This counselor, who has an MA in rehabilitation counseling, conducts a diagnostic interview as well as some testing during which an attempt is made to explore and identify with the inmate his needs in terms of rehabilitation, and to interpret to him what services may be available within the jail structure to begin to meet these needs.

After the initial interview, the jail rehabilitation staff conference is held with the Project Director acting as chairman of this meeting. This is an open meeting with free discussion and exchange of information, because, by the time the referral information is provided on a formal basis, oftentimes, other rehabilitation staff have had some involvement with the client since incarceration, or his arrest. Appropriate referrals are made at the conference, and the intake-referral counselor has the responsibility for assuring that the referrals, once given, are responded to as quickly as possible. This intake-referral service is not extended into the community.

Vocational Rehabilitation

The Lansing District Office of the Division of Vocational Rehabilitation has committed a full-time counselor who serves the Ingham County Jail as well as other clients coming out of state, federal and local parole and probation systems. A service budget of $22,000.00 is assigned to that program. Almost the entire array of Vocational Rehabilitation services are rendered within the confines of the Ingham County Jail. The jail physician is very cooperative in rendering general medical examinations upon request of the DVR coordinator. Psychological evaluations are performed in individual or group settings, upon request, by a local consulting psychologist, who was a psychologist/counselor at the state prison for several years. In instances where specialty diagnostic evaluations are required, these are obtained by transporting inmates to various consultants in the community. Off-duty deputies are paid by the VR program their hourly salary rate plus mileage for utilizing their spare time in this service. Vocational and personal adjustment counseling and guidance are provided as well as case services including physical restoration, limited training, transportation, and work evaluation. Special programs have been arranged in the past, based on the work release or study release concept. Vocational Rehabilitation has been able to cooperate with the courts in terms of providing on-going evaluations and making pre-sentence recommendations leading toward probation with special prescribed requirements which enable the counselor to be more effective in dealing with the client while having the courts available to enforce the probation requirements. The Vocational Rehabilitation coordinator has been able to maximize his counseling services through the cooperation of the MSU Rehabilitation Counselor Training Program and with many thanks to Dr. Miller and Dr. Johnson for their cooperation in providing practicum students and interns, who learn from their supervised experience under the VR coordinator, as well as provide valuable counseling time and interaction with the inmate clients. As you are all aware, the VR program is community based; in our program the same counselor works with the inmates in the community.

A rather extensive Adult Education program has been developed in cooperation with the Lansing School District. A range of subject areas including Adult Basic Education, High School Completion, Vocational Education, and General Educational Development Test preparation, and GED testing itself have been recently established through the sanction of the school district. Within the ABE program instructors and teacher-aides are available in the areas of English, math and individualized interest areas. In the High School Completion program, emphasis is placed on Social Sciences, Mathematics, Psychology and Communication Arts, with additional credits being given to the trustees for completion of training and job performance in their work assignments. Class size ranges from 5 to 15 inmates, and the concept of a dormitory cell being converted to a "school dorm" has been tried with surprising results. One of the primary reasons for success of the Adult Education program has been intellectual adaptation of judo techniques related to the use of an inmate's interests and desires for reading material as an avenue whereby he identifies his own shortcomings in terms of education, and then is directed toward more meaningful involvement in the above noted areas. For example, inmates have been known to ask for reading material in the area of astrology, auto mechanics, and black magic almost as a test of the sincerity of education instructors. In response, reading materials in these areas have been made promptly available, often times to the surprise of the inmate. Upon attempting to reach these materials, he has quickly learned that his grammar, reading comprehension and spelling skills are not so "hot," whereupon the education instructor is able to show him that much improvement

can be made in these skills by involvement in the Adult Basic Education program. The Adult Education courses are services which are commonly available in the home community, and we can cite numerous incidents where release has been followed by re-enrollment at the schools in the same courses.

Two related areas that are currently being cultivated are college extension and accredited courses both from Lansing Community College and Michigan State University. College credits are now offered at the Jail on an extension basis in the areas of secretarial science and typing, and Michigan State University is negotiating for extension credits in political science. The utilization of video tape will add tremendously to the potential for bringing "canned" college courses to the jail facility, as well as the adaptation of other media for education purposes. Both LCC and MSU have rather extensive closed circuit T.V. education programs, with the majority of the freshman and sophomore courses at MSU now being available on a video-tape basis.

An additional area which has been developed is Physical Education. Professor Imogene Popejoy of the MSU Department of Health, Physical Education and Recreation, has implemented an action research program utilizing physical education activities for the inmates, with related studies in self-concept, physiology and hygiene.

The area of Job Placement and Follow-up is a multi-faceted approach to bridging the gap from inmate to citizen. A staff position of Job Placement Follow-up Specialist was established through the aforementioned LEAA grant, and this individual has been extremely active in arousing the interest of employers through personal contacts, cooperation with community-based manpower programs and public education. Job placement efforts are also conducted through the Vocational Rehabilitation counselor, a formal working agreement with the Michigan Employment Security Commission, cooperation with the National Alliance of Business Programs of Job Opportunities in the Business Sector (JOBS), as well as by the efforts of volunteers and various turn-keys. The efforts of our Job Placement Specialist have resulted in employers actually coming out to the county jail, a round-trip of 28 miles, in order to interview inmates prior to their release and screen them for job placement.

An extremely common problem at the county jail level is the large portion of inmates who are remanded or sentenced to the county jail for alcohol-related offenses. Recent studies indicated that better than 55% of the sentenced inmates at the Ingham County Jail were there on alcohol related offenses, and that this figure did not reflect the number of people who were drunk while greater offenses were committed, and for which the greater offense was the reason listed for incarceration rather than the alcohol related offense. A bi-weekly program of Alcoholics Anonymous is available within the county jail, and is open to all inmates sentenced to the jail for alcohol-related offenses. One of two members from the AA Club in Lansing volunteer their time to lead these meetings at the jail, and every effort is made to encourage attendance on the part of the inmates.

A complimentary, companion program is offered for those people who may merely be interested in alcohol and its effects, but who are not necessarily alcoholics. This Alcohol Education program is offered to any inmate who is sentenced to the jail and indicates an interest in attending. It is sponsored by the Tri-County Council on Alcoholism and Addiction's Alcohol Information Center, and consists of lecture, audio-visual presentations and discussions centering on the medical, physical, psychological and social aspects of alcohol and alcoholism.

REHABILITATION AT THE COUNTY JAIL LEVEL
By: James D. Stearns (Cont.)

The Tri-County Community Mental Health Board cooperates with the program by means of assigning to the jail a therapist from their Mason Branch Office. The therapist spends better than one half-day a week in therapy and consultation with selected individual clients referred through the project. He also gives consultation on psychiatric evaluations to the DVR coordinator as a basis for decisions regarding the existence of a psychological disability.

The volunteer program at the Ingham County Jail has achieved remarkable success both in terms of the work being performed by the volunteers as well as the quality of the volunteer with which we are blessed. Their various backgrounds and abilities range from a housewife with a high school education to Professors at Michigan State University and business executives. These people have been instrumental in providing a variety of fine arts, vocational, academic, and tutorial services as well as teaching non-accredited short courses to interested students. As mentioned earlier, they have been instrumental in job placement and have provided a visible means of follow-up and continuity for the program, and have often maintained their involvement with the inmates in the community upon release.

One area where volunteer work has been most significant is the jail library. A full-time librarian from Michigan State University has volunteered her time, to organize the jail library, and has brought her skills and knowledge of the catalogue system to the jail. This has resulted in a tremendous increase in the efficiency and operations of the jail library.

The library has been able to expand and improve the types of materials offered so that it has moved from a largely inadequate disposal of county library discards to a high quality library with materials keyed to the various curricula offered within the Education System, as well as literature and easy reading material for all levels of the inmate population. Much of the improvement in the library has come through the voluntary efforts of two members of the advisory committee who are the institutional consultants for the State of Michigan Library. The State Library sought and was granted an LEAA award for the improvement of its services to correctional facilities, and the county jail has benefitted greatly both prior to and after this grant award.

As I mentioned earlier, the Arts and Crafts area has become an intricate part of the jail program's rehabilitation concept. The woman inmates, in particular, have enthusiastically embraced the concept of learning these skills which they, in turn, can utilize either in a job setting or as homemakers. Such simple tasks as sewing, tailoring, knitting and crocheting have become very meaningful in this light. The jail administration wing now proudly displays samples of the products made by the women inmates, and these are for sale, with the proceeds going to the inmate's accounts. Also within this area, a group of local volunteers who are members of a weaving club in their community, have, with the cooperation of the Division of Vocational Rehabilitation, obtained a loom which has been repaired and placed in the women's quarters of the jail. The progress the women have made in acquiring this skill has been truly remarkable, and is evidenced, again, by the products that are now on display in the jail lobby.

One of the newest and most important programs that has been implemented at the Ingham County Jail has been the Drug Rehabilitation Program. This program is under the sponsorship of the Tri-County Mental Health Board, and likewise is the result of a federally-acquired LEAA grant. It provides for the operation of a methodone withdrawal program as well as a half-time physician and half-time nurse. In addition,

two therapists from the Community Mental Health Center are assigned to the drug program, and are actively involved with inmates with drug-related problems on a regular basis, and are available for transition back into the community when the inmate is relesed. The jail Drug Program is a component of a comprehensive community drug program, and therefore is coordinated with other drug rehabilitation efforts in the greater Lansing area, which facilitates follow-up.

I have attempted to highlight the sub-program within the Ingham County Jail Rehabilitation Project. Certainly any program will experience some areas of difficulty, and I referred to several of these. We feel that in spite of these problems, the concept of rehabilitation within the county jail system is not only feasible but by far a more appropriate level at which to invest our resources for correctional rehabilitation. We feel that by intervention at the kindergarten level of crime careers, we can short-circuit both the revolving door county jail process and the process by which one attains journeyman status in crime.